PROFILE OF CHILD LABOUR IN SRI LANKA

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ABSTRACT

This paper presents a critical analysis of existing Sri Lankan labour legislation relating to child labour, focusing on the lacuna in the existing legal framework and the practical difficulties of implementing the law. The author will then evaluate the extent to which international legal standards have been applied within the Sri Lankan legal framework. Finally, this paper discusses the extent to which the existing provisions strike a balance between the best interests of the child and the economic rights of the child. Many children fail to enjoy their child rights due to various reasons such as child labour at times compelled by circumstances, recruitment into armed forces, financial problems and parents' lack of awareness about the importance of education. Child labour is a burning issue. These children are not only invariably unable to attend school, but also fail to obtain a structured education, and are deprived of their childhood, deprived of access to higher education and decent employment opportunities. Moreover, child labour is mentally, physically, socially or morally dangerous and harmful to children.² The Sri Lankan government has ratified many ILO conventions and incorporated the legislative enactments in order to eradicate child labour. Even though statistics indicate that child labour issues are still existing, some are not even reported. Thus, this paper intends to establish that legislative intervention is necessary for revising the existing legal framework, in order to bring it in par with international standards, and thereby uphold the best interest of the child. These measures are expected to ensure child economic security and social empowerment in contemporary society. This research is a qualitative research, mainly based on domestic legislation, academic writings, policies and International standard setting documents.

Key Words: Child Labour, Rights, International Standards

1.1 Introduction

This paper presents a critical analysis of existing Sri Lankan labour legislation relating to child labour, focusing on the lacuna in the existing legal framework and the practical difficulties of implementing the law. The author will then evaluate the extent to which international legal standards have been applied within the Sri Lankan legal framework. Finally, this paper discusses the extent to which the existing provisions strike a balance between the best interests of the child and the economic rights of the child.

1.1.1 Children in Different Occupations

In Sri Lanka most of the young children are engaged in a range of production and service activities in the informal agricultural sector. Some of the children engage in family enterprises and they spend hours engaged in work that is categorized as dangerous.³ Fishing is another sector which uses a great deal of *child labour*, in Sri Lanka. This is so, particularly in communities in the Northern, Eastern, and Western coastal regions. Verbal and physical abuse at the hands of their employers is common, and there have been instances of children being forcibly taken to work in the fishing industry.⁴

Domestic service, especially in urban areas, is another sector where *child labour* is widely prevalent: sometimes, these children work up to twenty hours a day, seven days a week, without any intervals between tasks or without being given any 'days off' work. According to Prof. Savitri Goonesekere, child domestic - aides often receive only food, accommodation, and clothing, with little or no payment.⁵

Street vending, is also a popular sector with regard to the use of child labour. Many children live and work on the streets of Sri Lanka. Most of these boys are engaged in transport services, street work, and door-to-door vending.⁶ Moreover, begging in the streets is also a popular street occupation. Needless to say, engaging in begging prevents children from attending school on a daily basis. Street children are particularly at risk of being drawn into illegal occupations, such as prostitution. Both female and male prostitution is very common in Sri Lanka. This is particularly so in areas associated with the tourism industry, where child sex - workers earn very little and are more often than not, unable to protect themselves from sexually transmitted diseases.⁷

²Trevor Buck, International child law, (Routledge Taylor & Francis Group, London and New York, 2014). Pp.232

⁵ibid

⁶ibid

⁷ibid

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³ Goonesekere S.W.E. Child Labour in Sri Lanka 'Learning from the past', International Labour Office Geneva, p.8. ⁴*ibid*



Instead of these occupations in the informal sectors as mentioned above, children are legally permitted to work in the formal sector as well. However, being compelled to engage in labour work denies children their right to childhood and limits their chances of decent future employment as a result of their inability to continue with and conclude their education. This paper analyzes the existing legal framework and effectiveness of available mechanisms to eliminate the use of *child labour* in the following paragraphs.

1.2 Education Policy and Child Labour

In this section, the author analyzes the existing legal framework and the effectiveness of current mechanisms to eliminate the use of child labour.

According to the Child Activity Survey 2016, of an estimated 4,571,442 children between 5 and 17 years of age in Sri Lanka; 4,118,781 (90.15%) were attending school.⁸ Among the 9.9% of the child population not attending school (10% boys and 9.8% girls), the majority were engaged both in activities within the household and economic activities.⁹ It is encouraging to note that some children were managing to participate in economic activities while simultaneously attending school. However it is disappointing that others were engaged exclusively in housekeeping or economic activities. Moreover, the majority of working children fell into the age range between 15 and 17 years. It is noteworthy that the highest percentage of children not going to school, is reported from the urban sector (72%).¹⁰ As per the survey, 44% of children engage in unskilled occupations and some of them are help in household enterprises without receiving payment.

Therefore, it can be argued that due to the above facts children in the categories mentioned above are deprived of their education and consequently of decent employment opportunities as adults. There are a number of international and national instruments related to labour matters available to control child labour issues. Nevertheless, statistics indicate that there are still some children engaged in economic activities which causes to deny them of their education. According to this research essay, rather than having a number of statutes, the monitoring mechanisms should be strengthened and actively enforced with regard to eliminating *child labour*.

The International Labour Organization (ILO) Minimum Age Convention sets 15 years of age as the minimum age limit to engage in work, reduced to 14 years of age for countries which are not yet sufficiently developed. As a result, the Employment of Women Young Persons and Children's Act amended the minimum age for work to 14 years.¹¹ Currently, there is a discrepancy between the minimum age for work and age limit for compulsory education, because under the Gazette Notification¹² the age limit for compulsory education was raised up to 16 years. However, the labour legislation has still not been amended accordingly. Hence, it can be argued that children between the age range of 14 and 16 years of age are in a vulnerable position. Legislature should revisit the existing legal framework in this regard, with the aim of assuring the *best interest* of children, by attending to eliminate the existing inconsistencies in the legal framework.

While Sri Lanka has ratified many important international standards relating to compulsory education and formulated domestic statutes in line with them, it has been more difficult to realize the desired effect and practical expectations of these laws. According to the organizational views, it is noteworthy that *child labour* in the country stands at a, very low rate. However, it is also noteworthy that there are many unreported cases of the use of child labour. Due to the general public lack of knowledge concerning labour laws, people are reluctant to report and to complain about violations. Therefore, it may be argued that while the government has implemented a number of Amendments to the domestic legislation as a result of its international commitments concerning child labour, several loopholes inconsistencies and other weaknesses nevertheless remain in the application of these enacted laws and Amendments.

1.3 Worst Forms of Child Labour and Hazardous Employment

Despite a strong legal framework for eliminating the use of child labour within the Sri Lankan workforce, there are countless violations. For instance, internal trafficking of children takes place in urban slum areas, in the plantation sector and in many rural areas: particularly in Anuradhapura. Unfortunately, in most cases, trafficking of children for employment in '*Dry Fish Wadiyas*', this percentage is now reduced because of the presence of a strong legal framework such as the provisions in the Penal Code (Amendment) Act No 16 of 2006.

Moreover, during the civil war in the Northern and Eastern Provinces, children were engaged in armed conflict. The ILO Convention 182 expressly prohibits the recruitment of children under 18 years of age, which is recognized as one of the *worst forms of child labour*. Sri Lanka has ratified the Optional Protocol on the Involvement of Children in Armed Conflict,¹³ However, during the period of intense conflict from 2007 to 2009, 90% of the children in the North and East were engaged in the

⁸Child Activity Survey 2016 Executive Summary

⁹Child Activity Survey 2016 Executive Summary

¹⁰ibid

¹¹Amendment No. 28 of 2003

¹²No. 1963/30 REGULATIONS made by the Minister of Education under Section 37 of the Education Ordinance (Chapter 185). WEDNESDAY, APRIL 20, 2016

¹³Optional Protocol to the UNCRC 2000

war as soldiers in various capacities. Currently, these children face many economic and social problems because they suffer from emotional and physical handicaps, as well as from having insufficient education, as a result of war.

The 2010 Gazette Notification has recognized 51 categories of *hazardous employment* and restricts persons below the age of 18 years from engaging in *hazardous employment*. However, some types of *hazardous employment* are also in conflict with other labour laws. For example, deep sea fishing is prohibited under this Regulation even when it can be categorized as family employment. Moreover, it prohibits children from engaging in any type of employment relating to the tobacco industry, even though cutting tobacco leaves, for example, is listed as non-hazardous form of agricultural work. Therefore, it can be argued that *hazardous forms of work* still exist in different forms. The other serious difficulty faced is that the phrase *'related industry'* used in the Regulation has no clear definition, reducing its effective applicability and significance.¹⁴

Moreover, according to the police officer's ¹⁵ statement, when a patient is admitted to the hospital with injuries as a result of hazardous employment, the procedure requires the hospital to make a police complaint and provide an opportunity to the employee to file a case and receive compensation. However, this procedure rarely takes place, because employers generally settle the matter out of court by privately giving some money to the employee. Thus, it is apparent that these current legal procedures are not sufficient to address the issue as intended and required by the law.

1.4 Health and Safety of Child Workers

There are many ILO conventions covering employee health and safety, including access to protection from various types of mental and physical health hazards. Sri Lanka has only ratified the Convention on Medical Fitness for Industry Employees. Unfortunately, the government has not yet ratified the Convention on Medical Fitness for Non-Industry Employees and therefore there is no domestic legislation pertaining to the above area.

In the Factories Ordinance there are provisions relating to the health and safety of child workers in factories. However, there are some child workers who are not covered by this ordinance, such as child domestic workers. These workers can be easily exploited and they have no access to resources such as grievance handling mechanisms. While domestic workers can be supported under the provisions coming under the Prevention of Domestic Violence Act,¹⁶ these provisions are not strong enough to address both area of mental and physical abuse. Laws pertaining to safety and health should be amended to cover child - workers in every possible employment category.

1.5 Working Conditions

For the purpose of achieving better working conditions at workplaces, employers should provide employees with intervals during working hours and flexible working hours should be offered to child workers. There are two main ILO Conventions in relation to this; namely the Hours of Work (Industry) Convention¹⁷ and the Hours of Work (Commerce and Office) Convention.¹⁸ In addition to these two conventions, there are many conventions dealing with working hours and with intervals from work, such as the Weekly Rest (Industry) Convention No. 14 of 1921, the Weekly Rest (Commerce and Office) Convention No. 106 of 1957 and the Part Time Work Convention of No.01 of 1994. However, unfortunately Sri Lanka has not yet ratified any of the above conventions. Since these laws are applicable only to the formal sector, this also raises the question as to whether employees in the informal sector (such as the agricultural, vending, and domestic sectors) are willing to apply these rules to their employees as well.

When considering *night work* and *working hours*, for child workers 'night' is defined in domestic legislation, as being from 6.00 p.m. to 6.00 a.m. With the Minister's approval, children between 16 and 18 years of age can engage in *night work*. Under section 4(1) of the Employment of Women, Young Persons, and Children's Act employers should grant at least thirteen consecutive hours between two working shifts, but in the informal sector these prescribed intervals from work are often not adhered to. Especially in the domestic sector, there are no criteria to measure the number of hours of work because, most of the workers in question are residential workers and therefore, in practice, it is very difficult to measure the number of hours of work, they engage in.

Moreover, according to Section 3(4) and Section 3(5) of the EWYCA, young persons can participate in night work from between 7.00 p.m. and 11.00 p.m., with the permission of the Minister. Nevertheless, it can be argued that there is a conflict between this provision and the 2010 Gazette Notification because engaging in work between the hours of 8.00 p.m. and 8.00 a.m. is hazardous for children. The ILO Convention on Night Work of Young Persons (Non-Industry) prohibits children who are below 14 years of age from engaging in *night work* but children who are above 14 years of age can be employed in night work with limitations, such as that the duration of the *night work* should not result in more than 14 consecutive hours of work. Unfortunately, these provisions cannot be taken into consideration because the Sri Lankan government has not yet ratified the above Convention.

¹⁴ Section 20(A) of EWYCA Gazzette of the Democratic Socialist Republic of Sri Lanka (Extra Ordinary), No.1667/41 dated 20-08-2010

¹⁵Officer in charge Kirulapone Police station

¹⁶Prevention of Domestic Violence Act No.34 of 2005

¹⁷Hours of Work (Industry) Convention No 01 of 1919

¹⁸Hours of Work (Commerce and Office) Convention No. 30 of 1930

1.6 Family Work and Child Domestic Workers.

In Sri Lanka, most of the children engage in *family work* on weekdays, weekends or during school hours, thereby disrupting their education. For example, in the *Kiri Wehera* area (one of the sacred place in Sri Lanka) in Kataragama (situated in Southern province in Sri Lanka), girl children engaging in flower vending were asked to invite customers saying 'apenuth mal ganna' (purchase flowers from them). They might work for their own family or for their employer. Selling flowers is not a hazardous form of work, though plucking lotus flowers from the middle of the deep tank (Weva) can be considered as a hazardous form of work because it is a very dangerous activity for children, as most often they have no formal training in swimming nor is there a trained life-guard present at the time. Moreover, some forms of work such as climbing trees, plucking coconuts, chopping firewood, etc. are deemed to be hazardous. Therefore, it is recommended that these situations mentioned above should be addressed effectively by responsible authorities.

The EWYCA has been amended in 2006 to prohibit the employment of children below the age of 18 in fifty one categories which are deemed to be hazardous in nature.¹⁹ This Regulation should be applicable to hazardous forms of work carried out by child domestic workers as-is, nevertheless this Regulation does not apply to them.²⁰ Moreover, according to the Regulation, children who are below 18 years of age cannot be employed in any work between the hours of 8.00 p.m. and 6.00 a.m. Therefore, it can be argued that Regulation should be amended to cover the rights of child domestic workers, as well.

Section 23 of the Prevention of Domestic Violence Act²¹ does not cover domestic workers and their employers within the relationship of aggrieved person and the relevant person for preventing domestic violence. Child domestic workers also should receive protection under this Act; if the phrase 'relevant person' were amended to include the employers of domestic workers, then magistrates will be able to make use of the Act to order the protection, maintenance and counseling of the victims.²²

The Penal Code of Sri Lanka has been amended several times²³ to prohibit the employment of children in worst forms of child labour, including slavery,²⁴ child prostitution,²⁵ forced labour,²⁶ the use of children in illicit activities,²⁷ and the use of children for production of pornography or pornographic performances.²⁸ These provisions should be applicable to child domestic workers as well because of their position of extreme vulnerability, where they are frequently assaulted and ill-treated at the employers' households.²⁹

1.7 Analysis of Existing Mechanisms and the Procedural Barriers for Eliminating Child Labour.

The author of this paper conducted interviews with Mr. Mahadevah, the Labour Commissioner in the Women's and Children's Affairs Division, Sri Lanka, and with police officers working under Women and Children's Bureau. Mr. Mahadevah, Labour Commissioner of women and children, stated that labour officers have the authority to file cases on violations of *child labour*. When the Labour Department receives any complaint against the use of *child labour*, an inspection team is dispatched, consisting of a labour officer, a police officer and a probation officer. Police officers do not have the authority to investigate such matters, or to enter the premises and take action. Probation officers are responsible for providing protection and transferring the child to a safe place. This procedure is not an easy one and there should be both a proper relationship and sensitive co-ordination among all the institutions sharing this responsibility.

Labour Commissioner also pointed out some problems that are out of their control. One such incident, was when the Labour Department received a complaint regarding a domestic servant who worked in the Colombo area. After the proper investigation, the Labour Department filed a case but the parents and child were reluctant to appear in court. Later, labour officers discovered that this was because they were unable to spend the bus fare from Hatton *(situated in Central Province in Sri Lanka)* to Colombo. The Labour Commissioner pointed out that they couldn't find solutions to these types of problems. The author of this research essay believes these are other significant problems which should be addressed by the government.

¹⁹Section 20(A) of EWYCA Gazzette of the Democratic Socialist Republic of Sri Lanka (Extra Ordinary), No.1667/41 dated 20-08-2010

Gazzette of the Democratic Socialist Republic of Sri Lanka (Extra Ordinary), No. 1695/32 dated 04-03-2011

²⁰Sarvesvaran, A. (November 2016). *Review of the Existing Legal Instruments on Child Labour in Domestic Workers in Sri Lanka*, ILO Country office for Sri Lanka and Maldives, p.20.

²¹No.34 of 2005

²²Sarvesvaran, A. (November 2016). *Review of the Existing Legal Instruments on Child Labour in Domestic Workers in Sri Lanka*, ILO Country office for Sri Lanka and Maldives, p.21.

²³1995,1998 and 2006

²⁴Section 358A of the Penal code of Sri Lanka

²⁵Section 360A, 360B,360C,363

²⁶Section 358 Å

²⁷Section 288 B

²⁸Section 286A

²⁹Sarvesvaran, A. (November 2016). *Review of the Existing Legal Instruments on Child Labour in Domestic Workers in Sri Lanka*, ILO Country office for Sri Lanka and Maldives, p.21.

According to Labour Commissioner's statement, no single authority is empowered to take action against the use of child labour, because investigations must be done jointly, as described in the above paragraph. As the first step of the investigation, one has to apply for a search warrant from the Magistrate.

Prof. Savitri Goonesekere has opined that there are several serious obstacles to the implementation of a consistent policy relating to *child labour: 'Overall, the division of responsibility for enforcement of child labour laws between several agencies is a major factor undermining state effectiveness in reducing child exploitation at the workplace, largely because collaboration between agencies is poor'.* ³⁰ In light of this, to achieve the best outcomes from the existing procedure, all three officers should be trained in the subject to ensure their knowledge is sound.

Another important point is that if there was an incident regarding the use of child labour involving cruelty, there are no separate legal provisions for handling such incidents reporting. Police officers can only act regarding incidents reporting grievous hurt, under Sections 314,315, and 316 of the Penal Code, The Amendment of 1995 to the Penal Code³¹ is separately enacted under section 360A. Therefore, it can be argued that this provision has attempted to uphold the *best interests of the child*. However, the efficiency of its application will depend solely on the performance of the relevant officers. Also, the researcher has noticed that there is a lack of resources in departments especially with regard to transportation. The Women and Children Unit of a Police Station most usually has only one vehicle, and that too is a three-wheeler. Thus if a complaint is received regarding the use of child labour, the vehicle (Trishaw) does not have the necessary space to transport the three members of the team and the victim. Most District Labour Offices also have only one vehicle for all transportation needs, including the official activities of the Labour Commissioner.

Sections 2 to 12 of the EWYCA introduced the Juvenile Justice System for establishing separate juvenile courts through - out Sri Lanka. Nevertheless, at present, only one Court is functional, in Bambalapitiya *(Situated in Colombo District)*. Furthermore, there are no dedicated judicial officers who are trained for these Courts. The author believes that if there is a procedure to protect the privacy of the parties in child labour matters, then this will contribute to eliminating child labour by reducing the risks involved when providing evidence against employers concerned.

The interviews conducted for gathering data for this paper, made it clear that certain cases take a very long time to finish. Therefore, it is recommended that during this period, a victim should be kept in the custody of the parents or housed in a 'child care service'. This is important because victims who are below the age of 18 years can possibly forget the details of the incident and evidence during the long waiting periods between hearings. Labour Commissioner pointed - out that getting evidence from children is also a difficult task and complaints often fail because of the inadequacy of the child's statement. Further, it is possible that an employer may also influence the victim and even mislead the evidence during the process. Once a child is taken into custody, they are expected to be kept in normal 'child care homes'. This may not suit every child because victims may be further exploited emotionally and physically at such venues. According to the officer in charge in the Women and Child Bureau at the Kirulapone Police Station, all children who are engaged in criminal offences and who are victims of child labour are required to stay at the same place. Therefore, the victims of child labour are housed with children coming from different and undesirable backgrounds and this is not in *the best interest* of the child.

With regard to the medico-legal examination, it is noteworthy that the Police do not have the authority to take a decision immediately. Under Section 122(2) of the Criminal Procedure Code, police should first receive consent from the Custodian or from Court, which is a separate process that can take long time in itself and as a result of these delays, the medico – legal examination may not produce the expected results. This also can be recognized as a weakness of the available mechanisms for eliminating child labour in order to ensure *child's rights*.

Through the interviews conducted for this research essay, the author was able to realize that, according to the officers' understanding, public awareness regarding the use of child labour, is very low. This is Especially so in the domestic sector, because ironically most complaints come from the neighbors not because of their knowledge related to child labour, but instead because of personal problems among the employers in question and their neighbors. Therefore, as a result of a lack of knowledge on labour laws and children's rights, there are very few reported complaints. However, this does not mean that there are no prevailing *child labour* issues. The author of this paper was an eye - witness to some incidents: one such example is that there are boys who are less than 18 years of age currently engaged in vending at the Gampaha Vegetable Market (*One of the main city in Western Province*). The Labour Commissioner pointed out that there is a programme in progress to raise awareness among the general public which is named '*Country Level Engagement and Assistance Corporation to Reduce Child Labour*' (CLEAR), conducted by ILO.

Under the EWYCA, the punishment for an offence regarding the use of child labour is Rs.10,000/= or two years imprisonment. It is noteworthy that invariably, employers tend to find this fine inconsequential. The Labour Commissioner stated that the National Labour Advisory Committee, headed by the Ministry of Labour, is currently in the process of recommending the Amendment of **the sentence** for offences relating to the use of child labour. Moreover, he pointed out that this requires coordinating the consent of three parties: namely the Government, the Trade Unions and the relevant employers, which is a very difficult task in itself. He further emphasized that these are some of the practical difficulties in amending the existing laws.

³⁰Goonasekera, S.W.E. (1993). Child Labour in Sri Lanka Learning from the past. p.46

³¹Penal Code(Amendment) Act No. 22 of 1995, Section 360A Cruelty of Children, Prostitution of girl, S.360B – sexual exploitation of children, S.360C-Trafficking.

1.8 Conclusion

This paper analyzed both the effectiveness and the weaknesses of the laws relating to the education of children and minimum age requirements for employment, the worst forms of child labour and hazardous employment, family work and child domestic workers, and the health and safety of the children and working conditions. Furthermore, the author has attempted to analyze how children are deprived of their rights because of engaging child labour and how this affects their future development.

The paper further analyzed the legal framework pertaining to *child labour* in Sri Lanka. It discussed the mechanisms, shortcomings, and practical barriers for the implementation of improvements. Through the interviews conducted for the purpose of gathering information, this paper was able to identify the inadequacy of both the existing laws and of their practical applicability.

It is evident that the aforementioned legislation and mechanisms are insufficient to safeguard *the rights of the child* and to eliminate *child labour*.

Even though statistics show a very low percentage of the use of child labour, it continues to persist in different ways. Moreover, while some incidents are reported, overall reporting is very low, due to many reasons as described in the analysis of this research essay. Furthermore, many complaints are inadequately addressed due to practical constraints. Government intervention is necessary to revise the existing legal framework and to empower the existing procedure, so as to bring it on par with international standards, and thereby uphold and maintain the *best interests of the child*. This may serve to ensure the child's economic security and social empowerment in contemporary society. **References**

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